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ABSTRACT

A study of the feasibility of a central volunteer bureau and referral service was conducted. The target area was a section of Brooklyn called Gowanus-Boerum Hill - Fort Greene. A list of area agencies within walking distance of the YWCA there was compiled. A questionnaire was administered via interview. It was found that agencies within the YWCA area have a history of using volunteers. Agencies not currently using volunteers were interested in using them. Consequently there was a need for volunteer services. The contacted agencies were in favor of a centralized recruitment pool. The areas of significant need were clerical, tutoring, and recreation. The type of volunteer that has succeeded in the past was said to have motivation, competence, commitment, rapport, and social maturity. A program design was presented that described two alternatives: the all-inclusive approach and the focussed approach. The design further elaborated upon these alternatives. Special consideration was given to union and administrative volunteers. Three appendices are included as further amplification of the study, covering material obtained on community perceptions of needs, and both human and written resources useful in operating volunteer programs. (Author/JM)

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AN ASSESSMENT OF VOLUNTEER NEEDS IN THE BOERUM HILL - FORT GREENE AREA OF BROOKLYN, NEW YORK

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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ABSTRACT

A study of the feasibility of a central volunteer bureau and referral service was conducted. A target area was selected and questionnaires composed to ascertain the need. Data was presented and an interpretation made from which it was inferred that a central agency is needed, and specific needs are identifiable. The type of volunteer that has been the most successful was also described. A program design was presented that described two alternatives: the all-inclusive approach and the focussed approach. The design further elaborated upon these approaches. Special consideration was given to union and administrative volunteers. Three appendices are included as further amplification of the study, covering material obtained on community perceptions of needs, and both human and written resources useful in operating volunteer programs.

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PREMISE

In July 1976 the New York City Community Trust provided the YWCA of Brooklyn with a grant to study the feasibility of a central volunteer bureau and referral service. A copy of the proposal is attached. This study is pursued because of the increasing attention to voluntarism, and the importance voluntarism has assumed in contemporary society. Voluntarism may be viewed in terms of societal trends, urban problems, satisfaction of personal needs, and the economy.

"Because the economy will not support a very large increase in the ratio of professionals to clients, there will be a large demand in education, medicine, and other fields for recruitment and training of volunteers as aids and co-workers." (Schlinder, p. 27). The current fiscal crisis in New York City has decreased the number of professionals paid in the human service area while at the same time the need for these services has increased. For example, the cut back in public school teachers has been responsible for the increase in numbers of students per classroom, thus reducing the time spent by the teacher per student in a reduced school day. Subsequently social agencies are compelled to increase their tutorial services and are without sufficient budget to hire paid professionals.

We are surrounded by urban problems: the range is extensive. Physically urban communities are experiencing decline with the attendant complications of reduction in human

and environmental services, and polarization of groups within communities. "The decline of the locality as a focus of association and the growth of other foci of association, such as employment in the same company or membership in the same union, or religious organization, or interest group . . ." is a new experience being felt throughout the world (Cary, p. 35). The typical urban resident cannot find satisfaction in associations dealing with problems so global and pervasive that they appear insoluble. The urban resident seeks affiliation with a group whose task appears to be capable of resolution, and that offers a conduit for personal and professional satisfaction.

Individuals satisfy personal needs in a variety of ways for as many reasons. It is often thought that the individual gets primary identity from work. This is not always the case and other outlets for identification are needed. If achievement is part of the complex of identity then work will not always meet identity needs. The same holds true for motivation and power needs. Affiliation or interpersonal connection can also satisfy the need for personal and professional growth. When this is accompanied by a conscious decision to join there is also great ego satisfaction. Secondary gain can be described as peer approval, clarification, verification, and acceptance of oneself as a valued human being.

> Increasingly we are not only developing primary occupations and secondary occupations, but also tertiary occupations. Women's prime role is becoming less central to her life and less capable of satisfying her full range of interests. Most of us are going to have to find volunteer activities in order to fulfill all the capacities and needs we have. It's going to become increasingly important, not only in terms of what the city needs, but in terms of what the individual needs. (Swanson, p. 7)

We need to experiment with new ways of attracting, retraining and evaluating both the non-traditional and traditional volunteer. We believe that the growth or enhancement of the voluntary spirit can be a vital contributing factor in arresting the decline of the city, stabilizing the economy while providing essential services and an outlet for personal satisfaction.

REVIEW OF THE LITERATURE

Voluntarism is a relatively new area for study. It appears that much of the serious documentation concerning voluntary efforts has only recently begun. For instance, we discovered no longitudinal studies (which social scientists consider to be the most valid measure of significance) in our review of the literature.

We investigated those works which we felt were most appropriate to our field of investigation. These books, papers and journal articles are briefly annotated in the bibliography.

TARGET AREA

The original proposal did not specify what part of Brooklyn was to be covered by the survey, but the researchers decided the area selected must be limited for several reasons:

1. Data on needs for volunteers necessary to plan an effective and thorough program must be as current and complete as possible. This information was not available from any other source and could only be obtained directly from staff of the agencies. Such an intensive survey over a large area would require more time and money than available.

2. The original design called for a community needs assessment with a variety of citizens' groups, to attempt to determine highest ranked felt needs as a guide for potential recruitment. We felt the results of such work would be useful only if they came from people who lived in the same area as the agencies surveyed served. By limiting the size of the area, we hoped to be able to contact as many groups, as well as agencies, as possible in the time available. We still believe some measure of the feelings of ordinary citizens in the neighborhood served by these agencies would be a valuable aid in estimating motivation to volunteer. However, this would involve a new design and study. (For amplification, see "Citizen Response," p. 24.)

The area selected is the section called Gowanus-Boerum

Hill-Fort Greene. Boundaries are: to the north, Vanderbilt Avenue; to the west, Fort Greene Houses and Smith Street; to the south, Gowanus and Wyckoff Gardens projects; to the east, Flatbush Avenue. All parts of this section are convenient to the YWCA either by walking or a short trip by public transportation.

QUESTIONNAIRE

A. Survey Methodology

A list of YWCA area agencies was compiled from the following sources: Y lists, IRMA (Information and Referral Manual), South Brooklyn and Fort Greene Community Corporations, and the researchers' knowledge of the area. The list was reviewed and several general categories of services became apparent so that grouping of services was facilitated. The grouping is as follows:

Health Services and Hospitals	Addiction & Alcohol
Day Care	Community Service Agency
Churches	Employment
Senior Citizens Centers	Schools
Police	Parks & Recreation
	Mental Health

In those cases where more than one service was provided by an agency, the agency was listed under the grouping the researchers felt best described their service. Those agencies that are profit making (such as homes for the aged) were eliminated from the study.

The lists were reviewed and a contact procedure established. The initial contact was via the telephone. This accomplished two ends: To insure that the agency was still operating and to serve as a method of appointment making. An appointment with the agency was established and the researcher visited the agency. Where this was impossible (usually

because of limited agency staff availability) the interview was conducted on the telephone.

B. Instrument

The questionnaire was designed for data collection and read as follows:

1. Do you use volunteers?

   A. if yes

      1) in what positions?
      2) how many?
      3) do you have a recruitment or training program?

   B. if no

      1) could you use them?
      2) would you be interested in a centralized pool or recruitment agency?
      3) what kinds of jobs would you fill with volunteers?
      4) what is your past history with volunteers?

2. How many jobs were lost through lay offs and attrition with no replacement in the past year?

3. For a profile of the volunteer, what has succeeded or failed in the past and who is best suited to be a volunteer in your agency?

C. Inherent Biases

1. The interview was highly structured for specific data gathering, leaving little room for more expansive responses.

2. Underlying assumption was that central service was needed.

RESULTS

1. Number of agencies surveyed - 39

Do you use volunteers 28 yes 11 no

A) what positions (listed by agency

recreation aides	10
special projects	9
clerical	9
turorial	6
teacher aides*	6
arts and crafts	4
summer help	3
nurses aides	3
kitchen help	3
auxiliary police	3
distribution clerical	2
telephone reassurance	2
maintenance	2
advocate	2
domestic	1
interpreters	1
recruitment	1
senior citizens	1
reading specialist	1
counseling	1

* teacher aides as distinguished from tutors indicates assisting group teachers in day care centers

B) how many 602 (agency total)

The biggest users of volunteers were the three police precincts researched and it must be remembered that the three cover areas larger than Boerum Hill-Ft. Greene. The YWCA and Brooklyn Hospital followed in volunteer usage.

C) do you have a recruitment or training program - 18 yes 9 no

how do you recruit

membership	11
parents (as needed)	9
college students*	8
from other agencies	5
community meetings	4
Neighborhood Youth Corps	3
word of mouth	3
Red Cross	2

If you do not use volunteers

A) could you use them 33 yes 6 no

B) would be interested in a centralized pool or recruitment agency 28 yes 7 no

C) what jobs (agencies requesting)

clerical	22
recreation	8
tutorial (1 bilingual)	8
teacher aide	7
domestic	4
arts and crafts, drama	4
counseling	3
interpreters	3
auxiliary police	3
nursing	2
kitchen	2
cultural activities	2
advocate/community worker	4
telephone	1
remedial reading	1

D) past history

lack of commitment	2
conflict with members	1
good experience	1
minimum work load	1
none	1
mismatch	1

2. What jobs lost

part-time		full-time	
recreation	7	police	120 *
clerical	7	teachers	9
custodial	6	family counselors	4
crossing guards	6	maintenance	2
community workers	2	clerical	2
education aides	2	teacher aides	2
secretary	1	education director	1
		recreation supervisor	1

3. What has succeeded in the past

motivation	7
competence (intelligence)	7
commitment	5

* Researchers' estimate

rapport with kids	6
flexible	5
socially mature	3
specific skills	3
staff activities	2
when job has purpose attached	2
consistent	2
students fail	1
same age group	1
summer low	1
non racist	1
job-honest description	1
not overused	1
lack of supervision	1
personal involvement	1
lives in neighborhood	2
personal interest in activity	1

INFERENCES FROM DATA

1. Of the 39 agencies surveyed, 28 used volunteers, 11 did not.
2. The areas in which most volunteers are used are: recreation, clerical and special projects (as needed, usually day trips).
3. Combined, all agencies used a total of 602 volunteers.
4. Those agencies having an active recruitment and training program number 19. Those without such a program number 9.
5. When volunteers are used, the three largest areas of recruitment were: Membership, parents (as needed) and college students (this should be considered with caution since most college students are interns earning credit for the experience).
6. Of those agencies surveyed, 33 were interested, while 6 were not, in using volunteers. The agencies that did not use volunteers cited a number of reasons for their decisions: conflict with union contract, bad past experience, and lack of supervisory staff.
7. 28 agencies could use the facilities of a centralized pool, while 7 agencies were not interested, due to the same reasons cited above or lack of need for additional volunteer services.
8. The type of volunteer most urgently required was clerical (22 agencies), with tutoring and teaching assistance

(14), and recreation (7) following.

9. On the question of past history in the use of volunteers, the agencies that did not use volunteers cited conflict with members and lack of commitment on the part of volunteers the most critical.

10. Where jobs were lost through lay off or attrition without replacement, it was found that full time police, day care teachers and family counselors were the most severely affected. In part-time positions lost, recreation, custodial and clerical were the areas most affected. 13 agencies reported no cut backs; all of these agencies were privately or federally funded.

11. On the profile of the volunteer it was found that when the volunteer was competant, motivated and had rapport with other workers/clientele, the chances of success were greatest.

12. The person who is best suited to voluntarism was found to live in the neighbhood, be socially mature, and personally interested in the activity.

INTERPRETATION

From the data it can be assumed that agencies within the YWCA area have a history of using volunteers. Agencies not currently using volunteers were interested in using them. Subsequently there is an apparent and continuing need for volunteer services in the area. The number currently in use and the number needed would further bear out this assumption.

The contacted agencies were in favor of a centralized recruitment pool. As to why this was so, several responses were elicited: limited staff time precludes active recruitment and training time, lack of ability in the recruitment and training area, lack of facilities, lack of organization and management skills. To be able to draw on a central source appealed to most agencies. Here they would expect a screening for suitability and a match with agency need. A basic introduction to voluntarism would also be helpful at this stage. Later, more specific training would take place at the host agency. Those agencies not interested in the centralized recruitment pool concept held this posture in order to maintain control over recruitment and training.

The areas of significant need were clerical, including typing and receptionist abilities, tutoring, and recreation. Even though the statistics do not reflect significant clerical loss, agencies reminded the researchers that other positions were provided for before clerical and that left

the agency lacking this essential support service. Others cited the central role clerical help played in effective management of the organization--a realization that did not occur until after the project had started and they were fully budgeted. In staffing an agency with limited funds, support services (including custodial) not considered essential to the function of the agency were eliminated.

Tutoring is needed for a variety of reasons: students are not getting enough attention in class due to class overload and teacher over-extension, lack of home environment conducive to learning, and community response to the education crisis. Tutoring becomes more significant as cut backs in education continue. The reluctance of the school, the United Federation of Teachers and Parents Associations to allow outsiders into the school intensify the problem. (See the section Unions, p. 47) The tutorial relationship not only enhances learning but increases student self-esteem. However, due to political pressures, this opportunity can only occur outside the school. Recreation is a significant find and needs an extensive explanation.

Concerning the type of volunteer that has succeeded in the past, five qualities are most prevalent: motivation, competence, commitment, rapport, and social maturity. We believe that such a profile of characteristics is too general for further comment. For more specific information on details of the qualities the agency would have to outline

what they require of a volunteer and then a match would be made between quality and person. Volunteers appear to have been recruited by affiliation--membership, parental involvement, or college students. This would indicate that the unaffiliated would be a large potential source of volunteers and the greatest challenge to recruitment. We were not able to derive information directly from our survey interviews with regard to the potential volunteer population in the target area, but we believe the possibilities for recruitment of the unaffiliated are unlimited. For instance, the SERVE program claimed that 75.9% of their "reliable" and "enthusiastic" volunteers had never filled another volunteer or civic role in their lives. Retention rates for this group were as high or higher than the other volunteers in the program (Sainer, p. 260).

Patterns of Volunteer Service in Recreation

In the course of conducting the survey we identified a total of 14 agencies (36% of the total interviewed) which were presently or would like to use volunteers in on-going programs involving a wide range of recreational activities. Of these 14 agencies, 12 were interested in utilizing volunteers from a central bureau (36% of the total number of agencies).[1] Since it was apparent that volunteers for recreation service might be an important

[1]The 2 agencies not interested gave as a reason for not being interested that they needed no more volunteers. We believe this is not the real reason, and can only speculate on other possibilities--staff feeling threatened by volunteers from an outside source, administrative difficulties with the agency, suspicion of the YWCA, etc.

focus of a central bureau, we decided to take a closer look at the problem. What pattern of specialized skills, of recruitment, training and supervision presently exists? How could the YWCA help to augment these program?

A total of 9 agencies would be interested in using volunteers in programs of physical education and sports (one agency which has such a program was not interested in a central bureau). A total of 8 agencies would be interested (2 others were not) in using volunteers as instructors or leaders in other areas--domestic skills (sewing, cooking, knitting and crocheting) and cultural activities, arts and crafts. Physical activities mentioned were coaching and refereeing teams for sports activites, including softball, basketball, drill, football, track, and teaching or coordinating dance and exercise classes. Although participants for physical activities primarily were children and adolescents of school age, all age groups from toddler to senior citizen were represented among the programs requesting volunteer help. Teachers, instructors or leaders were requested for sewing, cooking, cosmetics, knitting and crocheting in the area of domestic skills. In the area of arts and crafts the range of instructors or leaders requested, and of ages of clients, was also broad, including, besides general expertise in crafts, music (primarily singing), drama, puppets and marionettes, painting, ceramics,

woodworking and carpentry and photography. Other specific requests were for volunteers to help supervise and organize trips, playroom supervisors for an outpatient family counselling clinic and a pediatrics ward, and Girl and Boy Scout leaders.

Unfortunately, from our survey it is impossible to derive a total number of volunteers requested for recreation services. In our discussions with host agency staff we emphasized that the survey was preliminary and that the YWCA did not, as yet, intend to set up such a bureau. Also, no agency would consider using volunteer recreation leaders without a background in the skills they would be teaching (i.e., no one wants a basketball coach who's never played). Thus the number of possible placements depends on the number of people recruited with appropriate backgrounds in these activities plus interest in working with the client group requesting the volunteer.

Recreation itself is considered a primary focus of only one of the agencies (the YWCA) surveyed. We see a pattern of many groups (over 25% of the total surveyed) seeing recreation as a need significant enough to provide it as some part of their program, but only one giving it much attention. Physical recreation is seen as a supplement to other program objectives--community service, rehabilitation of alcoholics, mentally ill and criminal youth,

church work, early childhood education, police work, and senior citizens' centers. In light of this lack of focus on recreation, what elements are now present which will contribute to viable recreation programs?

The volunteer needs of each agency using recreation volunteers will differ. We found varying patterns of areas of programming, or staff background in recreation, of training, supervision, and facilities available. Plans for use of volunteers will have to be designed in consultation with staff of the individual agency. For instance, 4 agencies have only minimal facilities, training and supervision--2 have only facilities, 4 have only facilities and supervision, and 2 have only supervision and training available. Thus the recommendations for implementation which follow are based on a broad pattern useful in determining staffing and budget requirements of a central bureau, and are not necessarily required by every one of the 12 interested agencies.

Facilities

Lack of facilities will not be an overwhelming obstacle. In the area of physical education and sports, we estimate that 8 of the 9 interested agencies have at least minimally adequate facilities to carry out a program. The 78th precinct, the only one which doesn't have facilities, is still a viable placement for volunteers. Training and

supervision are available and the coordinator arranges use of appropriate borrowed or rented space as needed. Of those agencies requesting volunteers for domestic and arts and crafts skills, 3 have adequate facilities, and one will find them if a volunteer is available.

Present Recruitment Practices

Of the 8 agencies, only 3 recruit at all from the community in general, and of these only one, the Brooklyn Bureau of Community Service, does this according to a plan. Two do no recruitment. Preferred sources at the present time include "in-house"--the Board (2 agencies), parents (3), members (3)--and "captive"--Neighborhood Youth Corps (2), and colleges (5) volunteers. Recruitment possibilities for recreation volunteers are "wide open"--there is no experience to draw from. We believe there may be a large number of potential volunteers who have never thought of sharing their skills because they have never been asked.

Training

Training adequate to the demands of the role will be a vital need of volunteer leaders in many of these agencies. Of the total of 12 agencies requesting volunteers in all areas, training or orientation will be available only in 5. We have made no attempt to evaluate the quality of this training. In some cases, the training provided will be by agency staff who are equipped to advise on how to

work with the client group, but are not principally specialists in recreation or education. Thus we believe any effort in this area must plan to either (1) provide direct training for volunteers in recreation leadership skills and/or the particular client group or (2) provide training for host agency staff in recreation supervision, required for agencies without training programs and available to staff of agencies with training programs or (3) a combination of direct training of volunteers, and of staff in skills of supervising recreation volunteers.

Supervision

A somewhat similar pattern appears in supervision. None is presently available in 4 agencies, and the 8 which do provide it do it through staff whose background may not have been in recreation. We believe the training of agency staff in skills of supervision recommended previously will help, and that continuing assistance to agency staff may be required. Groups of agency staff, formed by the central bureau, could work on common supervision problems throughout the first year, with leadership and consultants, if necessary, provided by the central bureau.

Although no question in our survey requested information on practices of the agencies in program planning, it is apparent from this information that a large proportion (36%) view recreation as an important need, especially for young people. Yet with possibly 2 exceptions (the YWCA and

Wyckoff Gardens Community Center), recreation activities are viewed as a supplement to programs whose principal objectives relate to other, more pressing needs. In many cases, therefore, recreation programs are carried out by staff who are burdened with other obligations, and have little background in recreation and few resources (i.e. budget) to obtain help in this area.

Furthermore it appears that there is no coordination or communication about programs on a community-wide basis. The overall pattern of delivery of recreation services in the target area is chaotic and sporadic. Unfortunately, we did not attempt to gather data on the total number of people served in all recreation programs in the target area, but could guess at a minimum figure of 2,000 during the course of a year. Yet, despite the size of these programs, no official agency or quasi-official group takes responsibility for coordination.[2] This impression was confirmed in telephone interviews with city employees who relate to this area.[3] We were referred to programs

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[2] It is particularly distressing that the staff person responsible for recreation at PRCA, the only city agency with any official responsibility in this area, doesn't see this as part of her responsibility and appears to have no plans to implement any recreation program in the community.

[3] Joan White, Office of Neighborhood Services, and Karen Votava, Office of Downtown Brooklyn Development.

involving coordination of recreation efforts in other areas. A pilot program in coordination of all resources for recreation (facilities, staff, etc.) has been underway in Crown Heights for a while. An evaluation of this program may be available soon. A group (called "CABBY") in Sunset Park has obtained funds for use in recruitment and training of recreation volunteers for a coalition of neighborhood agencies.

CITIZEN RESPONSE

Can we identify the particular fields of service to these neighborhoods in which a volunteer program will have a better chance to succeed? To determine this, we felt we needed information from two sources. The agencies' description of their needs for volunteers gave us a composite picture of the perceptions of professional staff of where help was needed. If we could obtain a similar composite of the perception of citizens of the neighborhoods served, we might pinpoint areas of coincidence which would indicate a better chance of success, both in recruiting and placing volunteers. For instance, if we found that park maintenance was ranked high by residents on a list of community problems, and if we had agency staff who wanted volunteers to work on this problem, we could recommend initial concentration in recruiting in this area.

We believe the original suggestion of a mailed questionnaire to assess readiness for recruitment would not have yielded information valid or reliable enough to be useful. Sampling procedures adequate to ensure that the results could be considered representative of the population are too time-consuming and expensive. The procedure of returning questionnaires by mail also damages the usefulness of the material, and a series of individual interviews large enough to be valid would have required an enormous amount of time. Even if these problems could be overcome and a

representative sample obtained, we anticipated difficulty in wording questions to avoid the "social desirability" response set, which is described as follows:

> On any topic where society's norms dictate or even suggest that one answer is more socially desirable than another, we can expect an overreporting of the good behaviors and an underreporting of the bad ones. (Wrightsman, p. 55)

We believe this tendency would have affected answers to questions on recruitment to a point where our results would be meaningless.

A time-honored technique of learning people's perceptions of their needs in international community development involves an approach to them in their natural groups. We decided to attempt a variation on this plan--to approach a variety of existing groups which we believed to be somewhat representative of community constituencies and ask them to rank community problems. To stimulate involvement and avoid introducing our own opinions we planned first to ask the group to list problems, then to rank them by a show of hands. The results could be quickly tabulated and fed back to the group for their response. We targeted groups we hoped to speak with: tenants' associations in two housing projects, a block association, the parents' committee of a day care center, a community organization, a Spanish women's club, a senior citizens' center, paraprofessional nutrition aides. Several time-consuming obstacles prevented success, however; principally the

reluctance, suspicion or inability of the groups' "gate-keepers" prevented access.

We did visit three groups; summaries of the discussions are presented without evaluative comment in Appendix A. We cannot consider these results as representative, but certain questions about them could be further investigated, perhaps in other ways.

1. Deterioration in housing was identified as an important concern by all three groups, vandalism by young people and increased crime and lack of police protection by two.

2. The principal concern of each group did not appear to match what we observed as its principal program priority. Wyckoff Gardens Community Center's program focuses on recreation and classes for young people and adults; South Brooklyn Extended Nutrition Program, on diet and consumer education. Yet both groups identified deteriorating conditions in housing as the most significant problem. Of 14 topics discussed at PACC's meeting, only two related to increased crime and lack of police protection, and one to sanitation problems, which were identified by the group as major concerns. We can only speculate on reasons for this phenomenon.

3. The two groups with contact with low-income families (Wyckoff Gardens Community Center and South Brooklyn Extended Nutrition Program) volunteered observations on the need for education for community organization and action to solve these problems. Unfortunately, we were not able to

identify any agency with a program directly focusing on this concern. It seems, however, that a volunteer program might eventually, gradually and carefully move into this area. We believe the competencies required to achieve coordination and cooperation among many suspicious and jealous groups and agencies may not initially be present in the staff of a volunteer bureau. Any attempt at community action has a better chance of success if the agency or staff making contact has been helpful previously in a significant and visible way.

PROGRAM DESIGN

The data strongly reflect the need for a central recruitment agency to recruit, organize, and possibly train potential volunteers. What follows is a program design conceived with the results of the survey in mind. This program is flexible enough to be changed sequentially, or to have sections added or eliminated to meet situational demands. We have tried to make recommendations in each area flexible enough to be viable; however, all sections should be considered for maximum results.

PROGRAM

Areas of Concentration

Given the needs assessment of the research, the first decision must involve the scope of the central agency's program. Should the scope be broad enough to accommodate all the agencies requesting services, or concentrate on one type of agency or service? We believe there are advantages to both approaches.

We believe it will become clear in the following pages that our program design is better adapted to a more selective, concentrated and limited approach. However, there would be several advantages to working with all 33 agencies in the beginning.

A. The all-inclusive approach

A sufficient number of jobs can be designed to ensure placing people in jobs appropriate both to their and the

agency's needs. Thus, recruitment efforts could be extensive and community-wide. One of the recurrent problems of central volunteer bureaus has been the loss of enthusiasm and motivation by delaying initial placement of volunteers when an appropriate position is not available.

If there are to be limits on the number of agencies chosen, some will be left out. If the staffs of these agencies are not informed of the rationale behind this decision and probability of later inclusion in the program, the resulting resentment may prevent development of cooperation later.

B. The focussed approach

It appears to us that there are several options for choice of which agencies should be included in the initial placement group. Some possible limiting characteristics are: by the type of jobs requested (i.e., recruit all day care assistants or clerical workers), by a rough sample of all types of agencies, or by the enthusiasm and cooperation of the staff. Advantages of beginning with a more limited program are:

1. If fewer agency staff are involved, the central staff will have adequate time to spend with them agreeing on job design.
2. Proper and careful job design before recruitment will require staff time. If fewer jobs are involved, the program could begin more quickly, capitalizing on the enthusiasm and

preventing impatience of both agency staff and volunteers.

3. If recruitment is not to be through a blanket campaign initially, more time and effort will be available to central staff to recruit for special skills with specific groups.

4. We believe that success and satisfaction on the part both of agency staff and volunteers will facilitate further recruitment of volunteers and establish more placements by overcoming suspicion of many staff members.

5. In the section outlining training programs we describe possibilities for several types of training groups organized according to common needs for skills training, mutual support and problem-solving. Possible organization of these groups would be easier and more natural if it could be done with groups of volunteers and staff encountering common problems at the same time.

From the results of our survey we believe several such natural groups have potential for developing this type of program. The relatively high number of agencies requesting clerical help, (22) instructors (or coaches) in recreation, arts and crafts, music, dance and drama (12), classroom aides in early childhood programs, and tutors for elementary children in afterschool programs, suggests the possibility for developing supportive learning groups for volunteers and/or staff people working in these areas.

JOB DEVELOPMENT

Before the volunteer is actually placed in an agency

position, consideration must be given to planning. This is a good opportunity for the agency to examine its program and the place of volunteers in it.

1. GOALS - The goals of the host agency must be clearly understood and worked out so that the requirements of the volunteer's job are apparent to both the agency and volunteer. This also facilitates matching volunteer with agency.

2. OBJECTIVES - The objectives of the agency must be translated into job goals. This is a measurable component of the plan and would run accordingly: The goal of the agency is to improve the mathematics skills of children on State Street; therefore the objective would be to have State Street children, ages 9 and 10 have mathematics skills at the 4th grade level by June 1977.

3. ACTIVITY - What must be done in order to meet the objectives of the agency? Subsequently in the above case it would be a 1 to 1 relationship between tutor and State Street child stressing the teaching of mathematics skills.

4. PLANS - What is required to meet the goals of the agency, and who will do it? At this step all the ideas of the agency as to goals, jobs and use of volunteers should coalesce and crystallize. Lines of supervision should be established and responsibilities of volunteer and staff spelled out. The volunteer should now be part of the team.

5. SCHEDULE - A routine component now that plans have been

established, it is comprised of time and assignment charts and supervisory and assessment consultations. This applies to all positions no matter the type since it reinforces the volunteer's sense of belonging and worth to the agency.

6. EVALUATION - A form of control by the agency, it represents an agreement between the agency and volunteer on what is required and how it will be evaluated. This agreement must be established when the volunteer is first placed with the agency and should begin with the training procedure.

PUBLICITY AND PROMOTION

Publicity and promotion efforts should be accorded high priority in an overall plan of recruitment. We cannot make specific recommendations on a campaign for this program beyond some overall guidelines which have been proved useful in similar programs. Many excellent, specific recommendations for planning a promotion campaign oriented to recruitment of volunteers are included on pages 79-104 of Your Volunteer Program by Mary T. Swanson, which is listed in the bibliography.

The greatest problem reported by the Brooklyn satellite of the Mayor's Voluntary Action Center was that, in the beginning, "no one knew we were there." A promotion campaign should be planned carefully to enhance and support recruitment efforts by informing the community of the existence and

importance of the program. Good design in promotion materials and a plan for distribution on the local level is essential. Publicity efforts cannot be confined to the production of news releases, but should use a variety of techniques to reach the non-reading public. Consideration should be given to in-person presentation to all community groups.

RECRUITMENT

Publicity and promotion efforts can only be an important supplement to a carefully planned recruitment campaign. We have not been able to adequately gauge the market for recruitment efforts through the results of our survey. We have, however, read much material and spoken to people active in the field of voluntarism. We believe that this program could develop a variety of methods to attract and retain both the traditional (middle class white woman) volunteer and the non-traditional volunteer--he or she whom we have previously called unaffiliated with a community group or organization.

The scope and staffing of the volunteer bureau and the development of placements must be decided before a specific plan for recruitment can be outlined. But certain principles or axioms of volunteer recruitment recur frequently in the literature and in our information from other resources. We summarize them here briefly as a guide for planning:

1. Effective recruitment cannot be sporadic but must be

continuous and operate according to a plan, operating step-by-step to develop gradually a network of people who will aid in the efforts (Swanson, pp. 72-77; Sainer, p. 262; Wilson, p. 117)

2. A positive, enthusiastic attitude on the part of whoever is recruiting is essential. The recruiter must believe that the job can be done and that someone can be found to do it. (Wilson, p. 117; Swanson, pp. 72-73)

3. It follows from this that recruitment efforts must be selective. It would obviously be a waste of precious time, energy and enthusiasm to search for a highly skilled volunteer among a group which may not have completed high school. (Swanson, p. 74)

4. A warm personal relationship is considered the most effective technique for recruitment. The volunteer must feel that the recruiter has a personal interest in him/her. (Sainer, p. 262)

5. Part of the overall plan for recruitment, then, should be establishing a network of people who will help in recruitment through their relationships. This should involve: staff of agencies served, staff of complementary agencies (i.e., Mayor's Voluntary Action Center), volunteers placed as recruiters, satisfied volunteers, members and leaders of community groups. These linkages must be developed over time, but their development should be considered an important part of the continuous recruitment plan. (Wilson, p. 117;

Sainer, p. 262; Swanson, p. 74)

6. Many outreach techniques must be used to reach the unaffiliated in particular. The principle must be to reach people where they are: in community meetings, at agency programs. We cite as an extreme example of imaginative recruitment techniques:

> To find potential volunteers who are not members of establishment organization or groups, recruiters are going to such places as laundromats, bowling alleys, street corner clubs, neighborhood ice cream or hamburger spots, adult education classes, Americanization classes, Job Corps and Head Start centers, post offices, pool halls, and informal neighborhood social groups. Recruiters have also discovered the possibilities of supermarket bulletin boards, merchants' associations, labor unions, and neighborhood improvement clubs. The waiting rooms of public health and housing centers, welfare and probation departments, and other public service agencies are particularly good places to recruit previously untapped volunteers.
>
> "Informants" who can help find volunteers include the mailman, the numbers man, the local bartender, the local police, especially those who still walk a beat, adult education teachers, elementary and secondary school teachers and principals, clergymen, public health doctors and nurses, neighborhood market owners, liquor store owners, gas station attendants, bus drivers on regular routes, barbers, beauticians and older citizens who have lived in the area for a long time. Social workers, antipoverty workers, probation and parole officers, directors of public housing and community centers, and all other public service personnel . . .
>
> <u>The main thing to remember is that people know other people, who need only to be asked</u>.
>
> (Schindler-Rainman, p. 66)

7. Recruitment should not begin until jobs for them are well defined through agreement with agency staff. (<u>Voluntary Action Center Guidelines</u>, p. 7; Wilson, p. 101; Sainer,

p. 85, 262; Osorio; Sohmer & Winston.) All our sources agree on this point--"Experience shows that there will be enough volunteers if the needs are defined and if service opportunities are clear . . . The great need is to . . . be ready with programs for volunteers, and a mechanism for placing them." (Voluntary Action Center Guidelines, p. 7)

8. Our survey turned up a number of needs for rather sophisticated skills--for instance a remedial reading specialist, a bilingual tutor, a carpentry teacher.

We believe that, if the program is successful staff should expect similar requests. The most common suggestion for dealing with this is to recruit for specialized skills with specific groups--i.e. labor unions, professional groups, etc. A resource file of persons with unusual skills willing to volunteer occasionally could be useful for use in meeting short-term needs for particularly specialized skills.

Much of the literature on volunteer programs emphasizes the importance of accounting for the motivation of the individual volunteer. Because this is extensively covered by Wilson in Chapter 3 and by Schindler-Rainman in Chapter 4 we plan only briefly to review the relationships of motivation to design of a volunteer program.

We believe that a successful experience for the individual volunteer depends on satisfying the needs of the volunteer as well as the needs of the agency. Awareness of motivation to the needs for satisfaction which a person brings

to the situation we believe can contribute to success in recruitment, interviewing, placement and training.

We have identified some major needs which will dominate the motivation of various individuals who volunteer.

1. Need to perform a service. The "cause" or "guilt" volunteer needs to feel he/she is contributing to a real solution to a significant and relevant community problem.

2. Need for growth experience. Work as a volunteer offers opportunities for new and exciting experiences for developing skills, for enhancing self-esteem, for meeting a challenge not found in work and family life, for what Abraham Maslow called "self-actualization"--that is, the need for self-fulfillment--"to become what one is capable of becoming."

3. Need for achievement--need for accomplishment, toward a goal for reward and recognition, for a sense of positive action taken.

4. Need for affiliation--the need to belong to a group, to be wanted and/or needed by other people, for human contact and feedback; a striving for satisfaction and support from association with others; for interdependence and interaction with co-workers.

5. Need for power and influence--the need to influence policy, to achieve autonomy through increased responsibility, to control others.

According to Maslow, a "met" need no longer motivates.

We can assume that, although several of the needs described above may influence the choices and behavior of a given person, that one might predominate.

The SERVE program on Staten Island placed older persons, many of whom had never before volunteered, in volunteer positions. One major reason for their high retention rate was thought to be that the volunteer position provided a substitute for satisfaction formerly derived from work or familial roles, that the "alienation and isolation resulting from the combined effects of . . . role deprivation were factors motivating the involvement of persons who do not ordinarily volunteer." (Sainer, p. 201)

Whatever the pattern of the individual's motivation, if some attempt is made to assess it, it may be possible to predict on a "better-than-chance basis" the possibility that his needs may be satisfied in a particular assignment.

INTERVIEW AND PLACEMENT

The intake interview will be conducted in three steps. The first will consist of a welcome accompanied by conversation centered around the mission of the recruitment service, voluntarism, and the role of the volunteer. Next the volunteer will fill out a questionnaire as to needs, abilities and references (which must be checked). The last step will consist of an interview and placement of the volunteer with agency.

The interviewer should be prepared for three types of applicant-volunteer. The first is the individual who knows what he/she wants and would even go so far as to state where the placement should be. The second is the individual who doesn't know what she/he wants and expects assistance in decision making. Several resources are available to the interviewee. There is the highly structured interview wherein the interviewer asks exactly what the applicant's skills are, his/her background and goals, and makes a placement decision in this information (the questionnaire should assist in this area). The other alternative is that the applicant speak freely about him/herself and decides what cues are important to a certain job and decide on placement. The third is the individual whose personal needs are not compatible with available placements or voluntary service.

Excellent specific suggestions concerning how to approach and conduct interviews and placement are contained in Your Volunteer Program by Mary T. Swanson (pp. 106-121) and Effective Management of Volunteer Programs by Marlene Wilson (pp. 121-138)

Most writers and other sources stressed use of sensitivity and "intuition" in interviewing and placement choices. If possible, a choice of placements should be offered, agreement reached, and an appointment with the placement agency

made before terminating the interview. If this is not possible immediately, every attempt should be made to complete this within several days. Marlene Wilson has summarized the importance of careful, sensitive, intuitive placement--volunteers express concern . . .

1. that their volunteer work will be a waste of time.

2. that their skills and talents will not be utilized appropriately; and,

3. that they may be placed in jobs for which they are not suited. (p. 132)

ORIENTATION AND TRAINING

An orientation, or pre job placement, session can take one of two forms. One would be central agency based in which prior to being sent to the agency, groups of volunteers would be established and an appropriate agenda drawn in their interests and needs in mind. Topics would range from what is voluntarism to on-the-job conflict resolution. There are inherent drawbacks to this system: it takes away the orientation privilege from the host agency, it consumes a large amount of central agency staff time, and logistically it could be difficult to manage, since there isn't always a steady stream of volunteers and one may be lost while waiting for the next group to start.

The preferred orientation program would consist of the initial in-take interview in the central agency during which

voluntarism could be explored. This would be followed by on site exploration of the host agency. At this juncture the volunteer would tour the agency and be informed of the agency's goals and the volunteer's place in the agency. The third part of the orientation process would consist of a group to be held on site or at the central agency immediately after placement. During this session feedback would be elicited from the volunteer and this would later be evaluated by the host and central agencies.

Training at the host agency would proceed according to a pre-established plan--conceived by the host agency and reviewed by the central agency. The plan would detail specific descriptions of the job, performance expectation and mode of evaluation. In a sense the plan would be a contract between the volunteer and the agency and should be reviewed on a regular basis.

The host agency has the responsibility for continuing training of the volunteer and this could take many forms--skill workshops, skill training, exploration of other areas of interest, staff meetings-- in short anything that makes the volunteer aware of belonging and being essential to the work of the agency.

Marlene Wilson has some interesting observations about volunteer training. First, the skills the volunteer has should be understood and utilized if possible. Second, the learning that takes place should emphasize skills necessary

for doing the job at hand. Third the work the volunteer does should be interesting, meaningful and rewarding. Fourth the volunteer's time must be used judiciously and never taken advantage of. Fifth, training sessions should be used to enhance present skills and possibly prepare the volunteer for more responsibilities. It must always be borne in mind that many volunteers (especially college students) are using the placement as testing grounds for future plans. Therefore the experience should be as enriching as possible.

We believe the training budget must include fees for training consultants to be utilized for specialized skills and human relations training as needs develop from interactions of central and host agency staff and volunteers.

SUPERVISION

The quality of any volunteer program depends on establishing a model of supervision which will enable a volunteer to function well on the specified task. We believe this model must try to provide for maximum possible growth of the volunteer as well as ensuring for the host agency that the job assigned will be performed adequately. The concurrent criteria of individual development and adequate performance of volunteers who will be placed by a central bureau requires a more complex pattern of supervision than the usual staff-volunteer relationship. This pattern can most easily be visualized as follows:

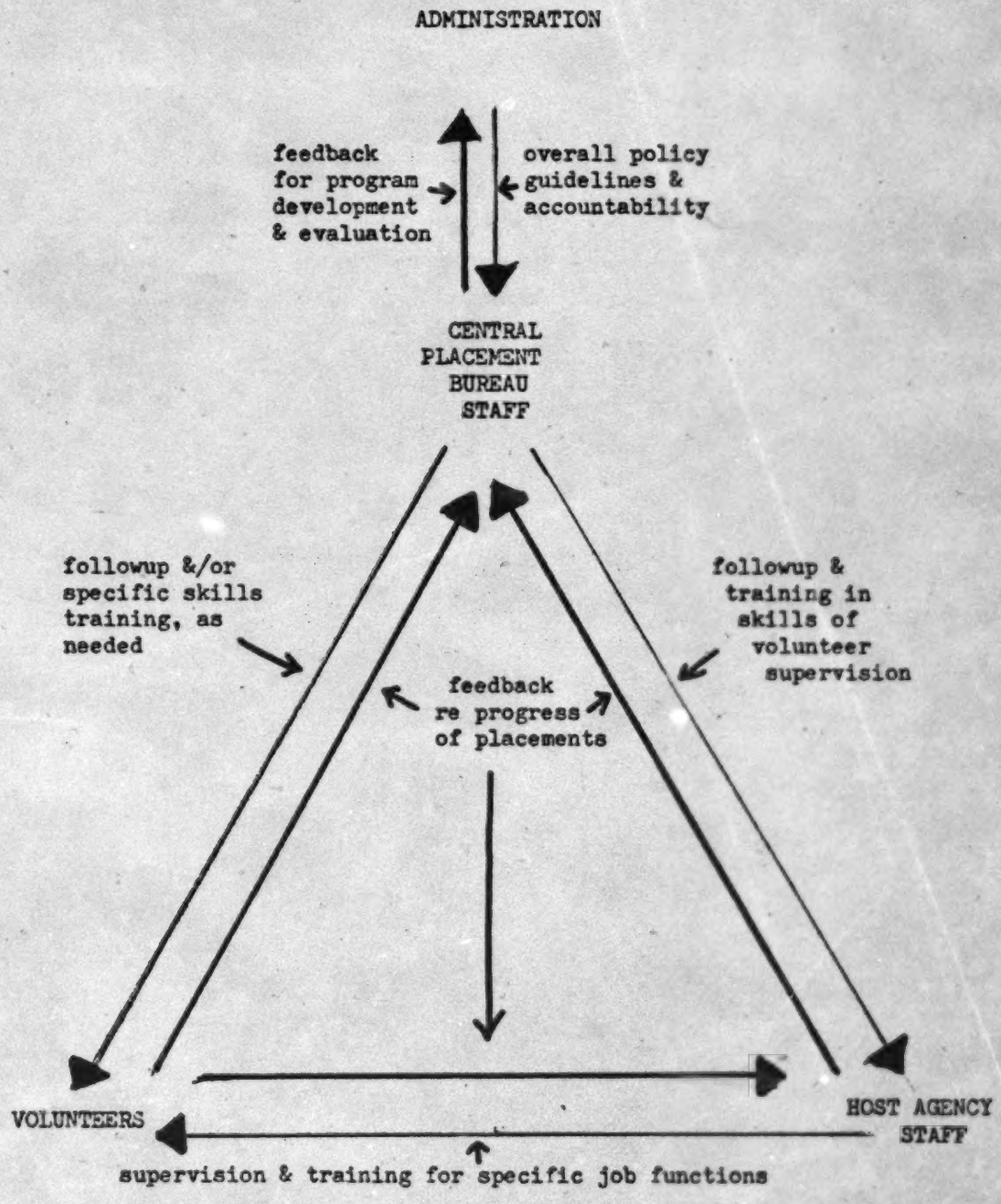
ADMINISTRATION
feedback for program development & evaluation
overall policy guidelines & accountability
CENTRAL PLACEMENT BUREAU STAFF
followup &/or specific skills training, as needed
followup & training in skills of volunteer supervision
feedback re progress of placements
VOLUNTEERS
HOST AGENCY STAFF
supervision & training for specific job functions

Figure 1.

We believe this pattern properly establishes the responsibility for the various functions of supervision--policy guidance, accountability for program progress, feedback for further program development, supervision and training for specific assignments--with the most appropriate people. The model assures a transfer of expertise and skills from those most likely to have it to those who will need it, i.e. central bureau staff train host agency staff in supervision, arrange for volunteers to acquire any specific skills needed on the job. A flow of the information needed to monitor and improve overall functioning of the program from those with the information to those who need it is also assured.

RETENTION

The hallmark of a successful volunteer program is the retention of volunteers. There are several suggestions that would assist the agency in retaining the volunteer's services for a long period of time. We discussed the individualized plan previously, but it cannot be emphasized enough. This is a key document and something that can be supplemented by group discussion and suggested volunteer reading. A budget system should be established to assist the volunteer with carfare, lunch or materials, so that the volunteer can give time free of concern about such matters (This is especially helpful for those without extra means such as the elderly). Building variety into the job helps

in motivation. Establish a social setting where volunteers can relax and share experiences informally. Feedback sessions, either individual or group, should be established for mutual learning growth. Commitment is a key word in retention. The more commitment from the agency to the volunteer, the reverse will follow and retention is assured. (Schindler, pp. 70-71). If recruitment, placement and follow-up have been done sensitively, retention will be facilitated.

EVALUATION AND FOLLOW-UP

"Evaluation determines if what is done is what was intended"(Wilson, p. 87). If the plan was well established at the beginning of the volunteer's experience then evaluation can proceed logically. In the evaluation process the goals and objectives are measured by the results and offer the agency the opportunity of correcting any problems. Subsequently the objects of attention in evaluation will be the agency's program and the volunteer's work within the program. Has the agency met its goals and has the volunteer performed in such a way as to enhance this attainment? There are several formal measurement tools (Wilson, pp. 94-99; Swanson, pp. 178-190) and they should be used so as not to be inundated with statistics only to lose sight of the volunteer as an individual. Several critical areas have been identified as essential to evaluation of volunteer programs: time given by volunteer, length of service, and turn over rate (Wilson, p. 89). Evaluation pays in improved performance and better

bonding between the agency and volunteer.

STEERING COMMITTEE

The National Center for Vuntary Action (NCVA) recommends that a steering committee be established to aid the central agency. The committee should not be construed as a board of directors. Even if the central agency is sponsored by a pre-existing agency a committee should be created. The Steering Committee should be made up of members from agencies to be serviced, individuals not committed to existing programs or structures, and elected government officials. The NCVA envisions this group as taking on many tasks (financing, program planning, interviewing agency staff to assess needs for volunteers) which should be completed before the end of the planning period. In addition a steering committee with clear lines of authority and responsibility could also help provide input, support and evaluation from the agencies and volunteer participants. (Voluntary Action Center, Guidelines, p. 18).

UNIONS

We have no direct information concerning the positions of various unions on volunteers, but have accumulated information from secondary sources which may not be reliable. Some of this information was gathered during rather candid interviews, and should therefore be treated as confidential.

The unions have the greatest degree of control in city and state agencies. The downtown Brooklyn Manpower office, for instance, only recruits through the Mayor's Voluntary Action Center, which checks volunteer placements with the Bureau of Labor Services of the New Yrok State Department of Labor. We recommend both the Mayor's Office and the Bureau of Labor Services as sources of further information regarding union positions concerning specific jobs.

Many administrators are already aware of and operate according to particular unions' guidelines with regard to volunteer placements in the public schools and hospitals and health care facilities. These unions appear to have the strongest positions concerning volunteer placements. Others are apparently not so aware of the use of volunteers as a problem--yet--as in day care. The situation seems unstable--the Mayor's Office, for instance, was recently told not to place any more volunteers as bookkeepers and accountants. A central bureau has several options: (1) ask administrative staff in placement agencies to take responsibility for clearance (2) check new job categories with the Bureau of Labor

Services; (3) disregard the problem until it comes up. We recommend the first alternative as the one requiring the least staff time.

ADMINISTRATIVE VOLUNTEERS

The motivations, functions performed, and skills required of administrative volunteers (that is, members of Boards of Directors and policy or advisory committees) generally differ from those of service volunteers. Our survey was limited to requests for service volunteers for several reasons:

(1) We assume that the functions of recruiting and training administrative volunteers are more appropriately handled by the host agency, rather than by a central bureau.

(2) The functions of the service volunteer are easily defined in comparison with the complexities faced in the role of administrative volunteer. A program focussing on service volunteers in many varied agencies, while complex, has a better chance of success than one which attempts to deal with both types.

However, as the program progresses, overlap between the two areas, of service and administration, will occur. If the program is successful, volunteers may become more involved in planning and policy making. We believe help will be needed for staff and volunteers to adjust to the transition to new roles. Agencies should be encouraged to seek this help when necessary. A supplement to the training component could utilize a similar design, but emphasizing problem-solving and decision-making skills useful in administration.

SUMMARY

A study of the feasibility of a central volunteer bureau and referral service was conducted. A target area was selected and questionnaires composed to ascertain the need. Data was presented and an interpretation made from which it was inferred that a central agency is needed, and specific needs are identifiable. The type of volunteer that has been the most successful was also described. A program design was presented that described two alternatives: the all-inclusive approach and the focussed approach. The design further elaborated upon these approaches. Special consideration was given to union and administrative volunteers. Three appendices are included as further amplification of the study, covering material obtained on community perceptions of needs, and both human and written resources useful in operating volunteer programs.

APPENDIX A

DESCRIPTIVE MATERIAL OF COMMUNITY INPUT

WYCKOFF GARDENS COMMUNITY CENTER
(FROM GROUP INTERVIEW 9/17/76)

Screening of tenants by the Housing Authority is no longer adequate. Five years ago this was a good project, for the most part restricted to senior citizens and federal employees. Now "junk," "the worst kind of people," and "bums" are being moved in from relocation hotels. All "these people" are being moved into 130 Nevins St.; they implied this was to keep others from complaining. The manager also doesn't inspect apartments as often. Vandalism by teenagers, and children throwing garbage are worse than before. Most adults, especially senior citizens don't trust the kids and won't give them any responsibility. If young people are given responsibility they'll carry it through. The "good" neighbors are being driven out, by these problems and muggings. Mrs. Cort lived in Williamsburg for 30 years. It used to be a lovely neighborhood; finally when it got worse she left. But she said she's not leaving again; "someplace you have to take a stand; you can't run away." People must learn to care about their neighborhood.

Al Harris arranged a leadership training program several years ago. A group of students from N.Y.U. came to the project to teach it. They all thought this was wonderful! Could they have it again, for more people? "A good center would make this a beautiful place to live."

SOUTH BROOKLYN NUTRITION EDUCATION PROGRAM
(FROM GROUP INTERVIEW 9/20/76)

This program is funded by USDA through cooperative extension of New York State College of Human Ecology and Agriculture and Life Sciences at Cornell University. It is "designed to help families and youth of limited resources to improve the quality and adequacy of their diet through the proper selection and preparation of a variety of foods."

Nutrition teaching Aides--mostly women from South Brooklyn--receive intensive initial training and in-service education in foods and nutrition, and teach families individually or in small groups in the home, visiting families 1-2 times per month for a period of 1 year. They provide practical information on shopping, budgeting and preparing food.

About 10 of the aides in the South Brooklyn program participated in group discussion of their perceptions of community needs on September 20th, at their weekly in-service training session. I had originally intended to ask for a ranking by individuals (which I could then tally) but their concern for housing problems was so evident in their responses I decided ranking was not necessary.

"Secondary" problems mentioned were: drug traffic on on 5th Avenue increasing due to lack of enforcement by police and of effective preventive programs, increased crime, deterioration of streets and sidewalks, overpricing and pricing violations in neighborhood stores and faulty parking meters.

Their main concern for the families they work with was deterioration of housing conditions, both in public projects and privately owned buildings. There has recently been an "infestation" of rats and bugs throughout the city, which is evident in the buildings they have visited. In the public projects there is a need for tenant education and organizing skills. Volunteers could work together in one group, choose a task which is possible, and be successful. Housing problems and the Housing Authority have been a focus of improvement efforts in Wyckoff Gardens for many years and nothing changes except the managers who come and go.

Carfare, lunch, space and child care would have to be provided. Child care is an especially difficult problem.

PRATT AREA COMMUNITY COUNCIL
(FROM MEETING 9/13/76)

PACC is an umbrella, coordinating body for voluntary groups in the Fort Greene-Clinton Hill Section of Brooklyn. Its membership appears to consist of representatives of typical voluntary associations in the city-block associations, churches, environmental action (recycling)programs, etc.

Topics discussed at their monthly meeting were: summer recreation program, dying trees, dangerous conditions in a local playground, a new recycling center to be located on a vacant lot, lack of volunteers willing to serve on a flea market committee, need for signs notifying the public of community meetings, appointments to the Nominating Committee, drafting a letter to the Crime Compensation Board in behalf of a mugging victim, inadequate police protection, debris accumulating in a vacant lot,

vandalism in vacant buildings, closing of a drug abuse center, an "anti-semitic" newspaper circulating in the neighborhood, increase in drug-related crime.

In the 5 minutes available, I gave a brief presentation of the survey and asked each member to rank high-priority problems of the community. I assigned values to each response as follows: #1 = 4 points, #2 = 3 points, #3 = 2 points, #4 = 4 points. Rank order was:

LACK OF POLICE AND CRIME (increased)	15
SANITATION (posters, clogged drains, litter in vacant lots, dirty streets, sidewalks, subways).	15
HOUSING (decaying, abandoned)	14
YOUTH-Juvenile delinquency ("cohesive and effective" programs)	14
HEALTH (Blood Bank)	11
NEED FOR ACTIVISM (politics, community spirit, organization necessary)	9

APPENDIX B

BIBLIOGRAPHY

Cary, Lee J., Ed. Community Development as a Process. Columbia, Mo: University of Missouri Press, 1970. 213 pages.

Griggs, Robert S. et al. The State of the Arts of Volunteering in Rehabilitation Facilities. Goodwill Industries of America, Inc. Washington, D.C.: 1971. 59 pages (ED 059 472#)

This study attempted to determine the nature or scope of volunteer activity in rehabilitation facilities. While much of the information presented is not relevant to this proposal, some of the materials and findings developed from this study may be of use. Directors of volunteers named as the 3 greatest obstacles to developing a successful volunteer program: lacks of staff understanding, and of staff acceptance of volunteers, and of meaningful assignments.
The researchers developed criteria for classifying the organizational development of a volunteer program which would be useful in other agencies. This scale measures only the organizational development of volunteer programs, and does not evaluate the quality of volunteer service. However, the writers assume that the better organized program better enables volunteers to perform satisfactorily. Items covered on the scale are job descriptions for volunteers, volunteer coordinator, recruitment techniques, entrance and exit interviews, orientation, and training programs, evaluation, recognition, opportunities for changing assignments and promotion, reimbursement of expenses.
The researchers also designed an attitudinal scale for use in measuring the degree of positiveness of various groups involved towards volunteer services which might be a useful training or evaluation tool.

Hubley, John W. School Volunteer Programs. How They Are Organized and Managed. Worthington, Ohio: School Management Institute, Inc., 1972. 48 pages (ED 077 126#)

This paper outlines guidelines for management of in-school programs for volunteer services. Some recommendations which apply to the proposed program are: The caliber of those who are sought out and recruited is probably the most decisive factor in achieving a quality program. Recruitment must be followed by adequate orientation or training for the

specific assignment. Strong support, encouragement, and enthusiastic appreciation on the part of school administrators and teacher are essential in keeping a volunteer program functioning.

Maslow, Abraham H. Toward a Psychology of Being. Princeton, N. J.: Van Nostrand, 1962.

McKee, Robert L. and Gaffney, Michael J. Community Service Fellowship Planning Project: Final Report. Washington, D. C.: AACJC. April, 1975. 39 pages (ED 105 948)

This report concerns a proposed program modelled after the G. I. Bill to allow young people to volunteer in exchange for educational credits to use later in postsecondary education. Under the proposed incentive grants would be made to the states by ACTION.

Sainer, Janet S. and Mary L. Zander. SERVE: Older Volunteers in Community Service: A New Role and a New Resource. Community Service Society of New York, September, 1971. 367 pages. (ED 058 552)

This paper reports extensively on a demonstration project which became the model for the present R.S.V.P. program. The program sought to recruit, train and place older volunteers in community service agencies on Staten Island. A unique feature which appeared to contribute to a high retention rate was that volunteers were placed in a group which worked together consistently in the same agency on the same day. The work groups also formed training groups. Due to the participants' age and relative immobility, transportation to the agency was also provided. Alienation, isolation and role deprivation were factors motivating the involvement and retention of "non-traditional" volunteers.

Agencies were selected for placement by extensive interviewing. The criteria for acceptance were cooperation from administrative staff, a real and visible need for volunteers, availability of enough jobs on a given day to establish a working group of volunteers which could form a "group identity". Written job descriptions for each position were agreed upon by SERVE and agency staff people before recruitment began. This establishment of the commitment of agency staff to cooperate and the written job descriptions are considered by the writers to be essential to the success of their program.

The writers found that, in the beginning, the attitudes of agency staff toward volunteers in general and particularly older people were at best open-

minded and in a few cases hostile. They felt that any similar program must allow and be prepared to demonstrate the value of the possible contributions, i.e., not expect to be welcomed with open arms.

Staff were questioned at the end of the program concerning their initial reactions, which could be summed up as--"what's in it for us? will it continue to be funded? how much staff time will it take?"

Local cooperation for beginning recruitment is considered essential. Outreach techniques to volunteers were used extensively at meetings which were called, at least ostensibly, for another purpose (in this case, to explain new Social Security regulations), as it was felt that a meeting simply to hear about possibilities for volunteering would not draw much attention. At these meetings, directors of various programs seeking volunteers were invited to discuss their need for volunteers in specific terms. The writers felt that motivation to participate was best aroused by knowledge of a specific need for their services rather than a general call for volunteers. Once interest had been expressed, potential volunteers were invited to an agency tour with no previous commitment.

The original plan called for SERVE staff to function as enabler in getting programs going in particular agencies, then focussing attention in other areas. But the writers found that "a sustained relationship between volunteers and SERVE staff was essential if the primary needs of the volunteers were to be met, if the retention level was to remain high . . ." (page 140) After a long period, they eventually began using volunteers as coordinators and/or innovators in supplementing programs they had worked for, but in no case did they allow supervision and contact with the SERVE professional staff to end completely.

Schindler-Rainman, Eva and Ronald Lippitt. The Volunteer Community: Creative Use of Human Resources. Fairfax, Va.: Learning Resources Corp., 1975. 157 pages.

Swanson, Mary T. Your Volunteer Program. Ankeny, Iowa: EPDA Volunteer Coordinators Program, Des Moines Area Community College, April, 1970. 205 pages (ED 052 414).

This handbook presents practical steps to ensure an effective volunteer program. It can serve as a resource for staff on specific suggestions and particular problems.

Voluntary Action Center Guidelines. Washington, D.C.: National Center for Voluntary Action, 18 pp. (ED 062 625)

This booklet was prepared to aid communities wishing to start Voluntary Action Centers. Since many of the recommendations contained in the booklet have been implemented during the planning phase, we consider only a few points necessary for consideration as follows:

STEERING COMMITTEE

NCVA recommends that even if a center is to be sponsored by a pre-existing agency, a steering committee made up of representatives of established agencies, "People who are not committed to existing programs or structures," and government officials should be formed. NCVA envisions this group as taking on many tasks (financing, program planning, interviewing agency staff to assess needs for volunteers) which should be completed before the end of this planning period. However, a steering committee with clear lines of authority and responsibility could also help provide input and support from the agencies' volunteer participants.

NCVA RESOURCES

According to this booklet, in the early 70's at the time of publication, the NCVA was willing to provide resources to centers requesting it, although the nature of this help is not clear from the booklet. In some cases they will provide matching funds of from $10,000-$40,000 for "improvements" to existing programs, or from $2,000-$10,000 seed money to establish new programs. (see notes on phone call 9/23 under RESOURCES.)

Volunteer Program Management: A Suggested Community College Curriculum. California Community Colleges, Sacramento. Office of the Chancellor, 1975. 70 pages (ED 110 108)

This curriculum guide was prepared for community college administrators to assist in developing training programs for directors of volunteers. While much of the curriculum planning is not relevant to this program, some of the material may be helpful.

MOTIVATION

People volunteer principally to be responsibly involved in real problems, and/or to find a constructive use of leisure time.

RECRUITMENT

Some non-traditional sources of volunteers suggested are: employees released from jobs for volunteer service, senior citizens, newcomers to a community, juveniles and adults on probation.

TASKS OF THE DIRECTOR

Task statements can be stated as the knowledge and ability to:

Recruit, screen, interview and place volunteers to match their interests, abilities, and physical capacities as nearly as possible. Volunteers should not displace employed workers or impair existing contracts for services.

Plan goals, objectives, and evaluation for the entire program (to include training and orientation).

Develop the instrument and complete a needs assessment of the community that will form the basis for a volunteer program.

Develop a budget and yearly financial statement.

Make decisions which will facilitate problem solving.

Write proposals and reports.

Act as the liaison between the community and the agency, the board, the community, and the agency; the volunteer program staff and the agency staff.

Plan for various social functions.

Wilson, Marlene. The Effective Management of Volunteer Programs. Boulder, Colorado: Johnson Publishing Co., 1976. 197 pages.

An authoritative, pragmatic and inclusive work which should be required reading for staff of any volunteer program.

Wrightsman, Lawrence S. et al. Social Psychology in the Seventies. Monterey, CA.: Brooks/Cole Publishing Co., 1972. 698 pages.

APPENDIX C

DESCRIPTION OF RESOURCES IDENTIFIED BY RESEARCHERS

NATIONAL CENTER FOR VOLUNTARY ACTION
1785 Massachusetts Ave., N.W. Washington, D.C. 20036
202-797-7800
(Phone call 9/23 to Judy Williamson, Technical Services Division)

They provide booklets on volunteer centers, but we should try to obtain them from the Mayor's office, particularly Voluntary Action Center Guidelines and Tips on Startups. We have ordered Community Needs and Resources Assessment and their Technical Services Division brochure (publications list). According to John Osorio of the Mayor's office, they also maintain a Data Center on projects all over the country. According to Voluntary Action Center Guidelines, at the time of publication in the early 70's, the NCVA was providing matching funds of from $10,000 to $40,000 for "improvements" to existing programs, or from $2,000 to $10,000 seed money to establish new programs.

VOLUNTEER TRAINING SERVICES of THE CONSUMER HELP CENTER
356 West 58th Street, New York, N. Y. 10019
262-8252
(from personal interview 9/27/76 with Muriel Sohmer and Myrel Winston, Directors)

The Consumer Help Center is a joint project of N.Y.U. Law School and WNET/Channel 13. Mrs. Winston and Mrs. Sohmer have been associated with organizing and running this center, as well as WMCA's Call for Action. They are the authors of the book CALL FOR ACTION, which arose from this program, and have long experience in working with volunteers in advocacy programs. A description of the services offered by VTC is attached.

ON UNIONS: This is more a problem with placing volunteers with city agencies than with private nonprofit agencies.

ON RECRUITMENT: Students make good volunteers, especially if they are working for credit. (The YWCA has a volunteer student in recreation working for credit). A common problem with recruitment is volunteers' hesitancy to go to an unfamiliar neighborhood. It is easier to recruit people to volunteer close to where they live. Any program must be prepared to reimburse volunteers for travel and lunch expenses. More men are volunteering now due to early retirement programs. They use a "rule-of-thumb" in recruitment estimations that only 2 out of 10 volunteers will work out finally--this is not just due to reliability but

also to the necessity of finding people qualified for particular jobs. (There are many ways of rejecting a volunteer--the recommend suggesting another place).
ON TRAINING: They favor training staff who will work with volunteers, rather than training volunteers directly. The only training which can be effective for an outsider working with volunteers is in the "basic responsibilities" of volunteering. They feel only the staff of the agency can train in the specific skills required. "Training the trainers" saves time and money in the end.
They recently did a seminar-training session with the Chelsea Volunteer Coordinating Committee. About 40-50 staff members from various agencies were assembled by the committee for the session. They did not describe in detail what they did. An advantage of an outsider doing this is that "We can say a lot of things you couldn't say to them." Once these sessions are over, it appears they do no follow-up (although this impression may be inaccurate). In response to an ambiguous question it appears that they are unaware of possible problems in coordination and cooperation in such programs.
They would be willing to perform a similar service for the YWCA program once it gets going. They are eager to give our staff a lecture, in an informal setting of the philosophy of management of volunteers. An important element is to reassure staff that volunteers will not replace them! They stressed that the session must be informal and allow time for a question-and-answer period.
ON STARTUPS: They advise us to start small, with a few agencies. If it works then spread out, using your success to convince others to participate. If you begin with a full complement of agencies you may not have enough volunteers. "Don't promise what you can't deliver."
ON USE OF VOLUNTEERS AS ADVOCATES AND COMMUNITY ORGANIZERS: They recently helped the Community Council open a storefront office in the Community Service Society building which had 1 full-time paid staff, trained by them, supervising volunteers (they feel this task could be shared by volunteers, although this seems inconsistent with their belief in not replacing paid staff with volunteers).
From their description of the ideal person to do this job it appears that the function of the center is merely advocacy for individuals rather than organizing. They say a former teacher or social worker is good, a PhD. is unimportant. Other qualities: aware and interested in the city, experience in the field and knowledge of resources, listening ability, a pleasing voice, non-abrasive personality, knows how to use authority.

NEW YORK COMMUNITY TRAINING INSTITUTE
225 Lafayette Street, New York. 431-6964
(From notes 4/20/76 Mr. Michael Howard and Philip Borriello)

This private firm trains only board and staffs of community corporations which request help. They work under contract with the Council Against Poverty, rather than with the individual corporations. They have recently been focussing on economic development for the corporations to achieve self-sufficiency in the current crisis.

In their training programs, they have accomplished needs assessment by talking to people, attempting to agree on the trainer's and trainee's understanding of needs. They have found that most people want to learn marketable skills or skills that relate to their jobs--the people they work with don't want leadership skills. Training itself varies with the group's problems; mostly the sessions consist of lecturettes, group discussion and group tasks. The trainers prefer role playing to lectures. They try to check to see if the trainer is doing his job properly through group evaluation, quizzes, assignments and questionnaires.

While this group probably cannot be a direct resource to use in training volunteers even through delegate agencies, their knowledge of problems of staff in anti-poverty programs might be drawn upon for specific problems.

MAYOR'S VOLUNTARY ACTION CENTER - 566-5950
John F. Osorio, Director, Brooklyn Office
(From personal interview 9/24/76)

The decentralized Brooklyn office of the Mayor's VAC was established in the summer of 1975 with a paid staff of 4 (Director, Assistant Director [responsible for interviewing], 2 clerical workers) plus 1 volunteer. The office was housed rent-free in the Brooklyn College building at 210 Livingston Street. They contacted through an an initial mailing over 1000 city and private nonprofit social service agencies listed in the IRMA manual, and set up a job file from information supplied by the respondents. They worked predominantly with city agencies.

Since last summer Brooklyn College has closed its building on Livingston Street and they have been unable to find space in downtown Brooklyn. Budget cuts have also reduced their staff to 2 (1 Director and 1 clerical), who are temporarily housed at the Mayor's Voluntary Action Center at 250 Broadway, New York, N. Y. 10007. They hope to return soon to downtown Brooklyn.

PROBLEMS THEY ENCOUNTERED. Besides their budget cuts and office problems, Mr. Osorio noted several of the difficulties they had encountered in getting their program going:

ON PUBLICITY: "No one knew we were there"--they used a

variety of techniques: media, community and college groups, word-of-mouth, handouts to let the people know of their existence.
ON UNIONS: The Bureau of Labor Services of the N.Y. State Department of Labor investigates and advises them on union problems. For instance, they have been advised not to place any more bookkeepers, accountants and computer operators as volunteers.
ON VOLUNTARY GROUP: They have placed volunteers with groups without paid staff but have insisted that someone must be responsible for the volunteer and available for contact by them.
ON COORDINATION: As a special project they attempted to train and place volunteers as volunteer coordinators in every O.N.S. office in the city (placed by planning district). This program was not successful because adequate supervision was not availale.
ON JOB DEVELOPMENT: A field visit to each agency is necessary before recruiting any volunteers. In-depth training of agency staff is also necessary. They believe many agencies are more willing to train to use volunteers than they were before budget cuts.
ON RECRUITMENT: Besides methods mentioned under the heading "Publicity" they found agencies willing to help because they wanted volunteers. They feel college students are a good source of volunteers. They encountered no problem with inadequate numbers--they had more volunteers than they could place! There is a "vast untapped resource of citizens" who want to help the city but don't know how to go about doing so.

Mr. Osorio was eager to cooperate in any way possible. He definitely doesn't feel this program would be "redundant." He could share his files of contacts with agencies, refer people in the neighborhood to us, help us get material from NCVA, etc.

Volunteer information forms are attached.